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# Animal Care and Control Division: Organizational Strategy and Technology Reviews

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November 15, 2002



**Department of Public Safety**  
**Animal Care and Control Division**

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On May 21, 2002, the City of Indianapolis Department of Public Safety engaged consulting firm Crowe Chizek to assist with Mayor Bart Peterson's Animal Care and Control Division (ACCD) improvements.

The engagement involved facilitating a two part-review whose objectives were:

1. To fully examine the option of separating ACCD animal care function from the animal control function; to set forth a framework whereby the animal care and control functions of ACCD could be separated; and to recommend whether such a course of action should be followed; and
2. Consistent with the analysis and recommendations of item 1, to identify the data management needs of ACCD to effectively fulfill its duty; and then to evaluate information management resources currently available in the market; and to recommend the best option to be acquired and implemented.

In its role as an independent facilitator of this review, Crowe Chizek ensured that the recommendations arising from this process represent, without bias or predisposition, fair solutions to some of the identified operating weaknesses at ACCD.

The question of the potential separation of Care from Control required the Organizational Strategy review team<sup>1</sup> to test or verify many of the underlying assumptions associated with that option to ensure that both the weaknesses identified and asserted benefits were accurately defined. That review team also more fully researched the option to ensure that it can result in *net* positive change at ACCD; that is, that it does not also bring significant new challenges to ACCD while assuaging others.

Separately, the Technology Strategy review team performed a thorough resource inventory, needs assessment, and vendor selection study before formulating its program recommendations. This review included developing a strategy for technology process improvement for a new data management software solution; a high-level cost/benefit analysis for that strategy; and a project plan with an implementation schedule for executing that strategy.

Both review teams objectively verified the nature and scope of the pertinent ACCD issues and have sought to provide the optimal solutions, including charting out a course for implementing our recommended answer regarding a split of the care and control functions, and possible transfer or outsourcing of the care function.

The reports of both the Organizational Strategy and the Technology Strategy review teams follow.

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<sup>1</sup> Review Team members are listed in their respective reports, which follow.

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## Part I

# Animal Care and Control Division: Organizational Strategy Issues and Recommendations

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**Department of Public Safety**  
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**Part I**  
**Animal Care and Control Division:**  
**Organizational Strategy Issues and Recommendations**

*November 15, 2002*

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## Part I

### Animal Care and Control Division:

### Organizational Strategy Issues and Recommendations

#### Executive Summary

A review team consisting of the Indianapolis Animal Care and Control Division leadership, and facilitated by a Crowe Chizek governmental consultant, has examined the organizational issues of the Division's animal care and animal control functions. The review sought out strategies for best achieving meaningful operating improvements and hereby recommends them to the City of Indianapolis.

The Organizational Strategy review team examined the question of whether those improvements could be better obtained by separating the care and control functions, and if so, what type of entity offers the greatest potential for achieving them. Such a separation, the review team determined, would represent approximately \$118,000 in additional personal services costs to the City, to hire additional staff to fill voids created by the functional split and to provide adequate management and coordination.

Other city agencies, as well as a conceptual not-for-profit third party provider of animal care services were identified and evaluated. No particular alternative unit of Indianapolis city government appears to offer superior ability to manage the Division's Shelter. On the other hand, a not-for-profit entity may represent strength in volunteer recruitment and fund raising, compared to the Division, and could bring better experience and know-how. The review team, however, found that this kind of arrangement has met with failure in many other communities around the country, indicating that positive results are less than certain. Also, the team identified two key strategies that – if followed by the Division – could permit it to replicate the chief advantages of a not-for-profit entity without transferring the care function.

The first of these strategies recommended by the review team is the creation of a supporting organization or charitable foundation chartered specifically to benefit the Shelter. It would concentrate on volunteer recruitment and coordination and on access to and raising of funds from donations and national charitable organizations focused on animal welfare activities. The second is the development and implementation of a performance measurement system at the Shelter to provide a means of monitoring operating activity, and motivating and measuring improved performance. Together, these two strategic efforts could go far in overcoming current weaknesses in Shelter operations, without requiring the cost and difficulty of separating the care and control functions. Based on the identified fiscal and administrative costs of separating the care and control functions, and

the ability of the City to gain many of their associated benefits independently, the review team recommends that the animal care function remain in the Division and the Department of Public Safety, subject to the Division's adoption of the supporting organization and performance measurement initiatives.

A third strategy recommended by the review team is an evaluation of the Shelter's fee schedule. Where fees for services now are inadequate to meet their direct costs, or where those fees not comparable to those of other providers in the community, the review team recommends that adjustments be considered. Part of that analysis should include, however, factors beyond simply the relationship between the price and costs of each service: the review team agrees that the impact on animal welfare also should be a consideration in setting the fee schedule.

## Situation Summary

The Animal Care and Control Division (ACCD or the Division) is a part of the City of Indianapolis Department of Public Safety (DPS). Its primary functions are, in the words of Division managers, “to protect people from threatening animals and to protect animals from threatening people.” Specifically, the Division provides the following services for the City of Indianapolis:

- Pet adoption
- Kennel housing for stray animals
- Investigation of animals that are abandoned, not receiving proper care and treatment, sick or injured, aggressive and dangerous or barking
- Animal bite investigations
- Animal safety presentations
- Medical treatment for injured or stray animals
- Acceptance of stray or surrendered animals

These services are provided from a facility (the Shelter) built in 1981 in an industrial area southwest of downtown, at 2600 South Harding Street. Capacity at the Shelter is approximately 425 dogs and cats, with additional room both indoors and out for other types of animals ranging from reptiles to birds to large farm animals and equine. In 2001, the Shelter took in 17,047 animals<sup>2</sup> on an operating budget of \$2.4 million.<sup>3</sup>

In an effort to ensure that the Division carries out these functions most effectively, the City of Indianapolis initiated an internal strategic review of ACCD operations. Consulting firm Crowe Chizek was hired by the City to facilitate this review and to provide an objective process for its completion.<sup>4</sup> The goals of this review were twofold. One was to achieve a thorough examination of the organizational issues confronting the Division; the second was to obtain reasoned and unbiased recommendations for operating improvements and strategies for the betterment of Division operations.

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<sup>2</sup> Of these, 11,137 were strays and 4,692 were surrendered by their owners.

<sup>3</sup> See Appendix A.

<sup>4</sup> A separate Technology Strategy review, analyzing the data collection and information management functions of the Shelter, was conducted in a similar manner. The results of that review are being reported separately.

After an introductory meeting with DPS leadership on June 10 and a tour of the ACCD Animal Shelter on June 18,<sup>5</sup> this project formally commenced on July 18 with the first of near-weekly meetings of the review team. (The Technology Strategy review was begun in early June so that its conclusions could be reached and acted on prior to certain City budget cycle deadlines. It concluded on October 11.) Members of the Organizational Strategy review team included Interim ACCD Administrator Jim Garrard, Kennel Manager David Wintz, Operations Manager Gary Throgmorton, Animal Control Officer & Investigator Jerry Bippus, and Office Manager Kim Highsaw. Crowe Chizek Senior Manager Brad Grabow served as the review process facilitator for the team.

Periodically throughout this review process, Jim Garrard and Brad Grabow met with the project Executive Committee to update it on the review team's progress and to seek their input, guidance and questions throughout the review. The Executive Committee consisted of Mayor's Office Press Secretary Jo Lynn Garing; DPS Contracts and Project Manager Michael Green; Special Counsel to the Mayor Gordon Hendry; Indianapolis Police Department Liaison to DPS Ernie Hudson; and DPS Chief Financial Officer Todd Tande.

The review process and its resultant suggestions are the subject of this report to the Mayor.

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<sup>5</sup> This date was chosen to allow for two key team members to join ACCD staff: the current Kennel Manager and Operations Manager both joined the Division on June 17, 2002.



## Research and Findings

### Division of Staff by Function

Without rendering it a foregone conclusion, the review team sought to consider the numerous issues surrounding the possibility of separating the animal care function (Care) from the animal control function (Control). The most significant of those concerned the impact on Division staff in the event the functions were separated. Which positions are primarily or entirely associated with the Care function and would migrate to a new provider? Which positions would remain with Control? Which positions encompass both functions and would need to be split, yet might also require additional personnel to fill voids created by any splits that affect particular staff positions? Answers to these questions would not only assist in the preparation of a “road map” to guide the City in the possible actualization of a functional split between Care and Control, but also be useful in the evaluation of its practicality.

The key issues here were identified as taking an inventory of all Division staff positions (both filled and vacant); allocating them to either Control or Care; and addressing any issues surrounding shared positions that would not remain so in the event of a separation of the functions.

A listing of all ACCD staff positions, both vacant and occupied, was provided to the review team by Todd Tande, DPS Chief Financial Officer. From that roster, the team identified 18 positions directly and fully related to the Care function; 28 positions directly and fully related to the Control function; and eight administrative positions that overlap both functions (see Figure 1).

**Figure 1**  
**ACCD Staffing Inventory**

<b>Care Function</b>	
<u>Position</u>	<u>Full-Time Equivalent Employees</u>
Kennel Manager	1
Kennel Supervisors	2
Sr. Animal Care Technicians	13
Kennel Attendants	<u>2</u>
<i>Total</i>	<i>18</i>
<b>Control Function</b>	
Operations Manager	1
Dispatchers	2.8
Supervisor/Investigations	1
Supervisors/Field	2
Animal Control Officers	<u>21</u>
<i>Total</i>	<i>27.8</i>
<b>Administrative</b>	
Administrator	1
Public Information Officer	1
Officer Manager	1
Processors	4
Administrative Assistant	<u>1</u>
<i>Total</i>	<i><u>8</u></i>
<i>Grand Total</i>	<i><u><u>53.8</u></u></i>

Of the eight Administrative positions, the review team examined each of their tasks and duties to determine how much of their time is spent on Care versus Control activities. These splits varied from 70% Care and 30% Control (Administrator, Office Manager, Information Officer and Assistant) to a balanced 50/50 split (Processors). Because, in the event of split functions, the positions that serve both cannot simply be divided fractionally, some hiring by ACCD would be necessary to replace those staff leaving with the Care function who had been performing some Control functions. The team's consensus was that the Division would need to hire three additional processors, for a total of seven full-time equivalent positions: three of the seven would be needed to carry out Control function duties (in addition to the Dispatchers) and four would be requisite to and remain with the Care function.

More specifically, the three Control processors would need to possess strong customer service skills and the ability to handle multiple phone lines, answering consumers' questions about impounded animals, requests for more general information including adoptions, and entering Animal Control Officer (ACO) runs, generated from both the Mayor's Action Center and direct calls to ACCD. The four Care processors would cover the front counter at the Shelter, including Saturday and late Wednesday shifts; they would need an ability to deal tactfully with sensitive or upset consumers, skill in processing paperwork

related to animal releases and adoptions, and handling cash transactions responsibly and accurately. The approximate annual cost of these three added positions, based on the average current annual Processor salary and benefits, would total almost \$81,000 annually. To manage an arrangement whereby care and control functions are carried out by different providers, ACCD oversight also would be required. The review team measured that requirement as approximately 20% of the time of current ACCD administrative staff,<sup>6</sup> which is equivalent to over \$37,000, based on their current annual salaries and benefits. Together, the additional staff and administrative effort comprise over \$118,000 in new costs to the City associated with separating the care and control functions.

The team also considered the nature of the changes in job duties that might ensue, and determined that the new positions would be substantially similar to the current Processor position and that material revisions to job staff compensation guidelines and employee performance standards would not be necessary.

A related issue to that of moving some Care function staff to a new operator/provider of those services, is that of honoring the American Federation of State, County and Municipal Employees collective bargaining agreement under which Shelter and office staff currently work. A prerequisite to any entity's assuming responsibility for the Care function would be its ability and commitment to maintaining those employees' current labor contract and honoring all obligations that it carries.

#### Potential Providers of Care Function Services

The next group of issues that the review team considered involved the various alternatives that could be pursued related to the provider of the animal care services. One alternative evaluated was to move the Care function to another agency of the City of Indianapolis. A second option considered was to transfer the Care function to a not-for-profit third party. A third choice identified was to make no change – to leave the Care function within the domain of DPS and its ACCD, where it currently rests.

#### Other City Departments

Multiple city departments were discussed and evaluated for their suitability as a new home for the animal Care function, chief among them the Department of Public Works (DPW). Public Works was considered partly because ACCD's entire budget currently is charged back to DPW, so such a transfer would not have a significant fiscal impact on the DPW operating budget. Also, DPW currently provides a key service to ACCD by transporting animal carcasses from the Shelter for disposal. However, kennel management does not

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<sup>6</sup> Administrator, Administrative Assistant, Community Outreach Coordinator and Office Manager.

neatly fit into an existing division of DPW so it likely would require the creation of a new division or possibly sub-division of Environmental Resources. (If a third party were contracted to manage the kennel, DPW's contract compliance division appears to be the appropriate entity to monitor the contract, however.)

The Departments of Administration, Metropolitan Development, and Parks and Recreation have no connection to animal welfare issues and kennel management (other than the City's two "Bark Parks") and do not appear to be superior alternatives to the status quo for kennel management.

Some communities place the animal care or control functions, or both, within their health departments, based on the ability of animals to transmit diseases to humans. The Marion County Health and Hospital Corporation could assume a similar role, and the functional fit of ACCD there is supportable. However, even with that agency the question that returns is whether a different City government "home" for the Division produces better fiscal or operating results that make ACCD more effective at addressing the City's animal problems. The answer appears to be "No" and is explained below.

Beyond the basic question of what other City agency could replace DPS for the animal care function is a broader issue impacting any move of kennel management to another department. Providing appropriate care for impounded animals while increasing adoptions, lowering the euthanasia rate, and increasing public awareness of animal issues are goals that the Mayor and City have for ACCD and are items that some believe have not been done well in the past. The review team found no evidence, however, that moving the kennel function to a different department of city government would result in additional funds for the Shelter or alter the City's approach to running the kennel and attaining its goals. Thus, it is primarily the responsibility of the kennel management and staff, regardless of the department within which the operations reside, to make meaningful improvements at the Shelter.

Additionally, moving kennel management out of DPS likely will result in difficulties managing the necessary link between the Animal Control Officers' public safety function and management of the kennel. At present, the ACCD Administrator oversees both sides of the operations and can quickly and easily resolve issues or conflicts that arise between the two. Bridging the gap between Care and Control becomes more cumbersome and potentially contentious if the two components of ACCD are overseen by different departments led by persons who have differing or incongruous views of how Care and Control should meld. For example, ACOs typically vaccinate animals upon arrival at the Shelter, before placement in the kennels, and they escort animals to the kennel, especially during hours when the kennel is closed and unstaffed. ACOs also currently transport adopted animals to a veterinarian for spay/neuter and later pickup by their new owners. Also, the kennel is required to hold and care for "Investigations" animals, pending a resolution of the legal cases involving their owners. Much of the information gathered by

ACOs when impounding a stray animal is information needed by the kennel staff for lost and found tracking purposes and subsequent attempts to find the animals' owners.

Further, budgeting for animal Care and Control becomes more difficult if the functions are separated. While most of the functions fall clearly within either the Care or Control sides of ACCD, there is enough overlap in administrative functions (as discussed earlier) and in certain duties of the kennel staff and ACOs to make precise allocations of funds more difficult.

#### Not-for-Profit Third Party

The chief advantage of engaging a not-for-profit third party to carry out the animal care function is its ability to qualify for grants for which the City is currently ineligible, from funding sources such as Maddie's Fund. Also, a not-for-profit group might possess greater flexibility in its funding allocation process to support more consistent community outreach and education programs than does the City.

A second, equally important ingredient to a successful outsourcing of the Care function is the third party provider's ability to foster and grow strong working relationships with other animal interest groups in the community. For example, the Humane Society of the Pikes Peak Region, which provides contract services for nine separate cities or towns, works closely with the Denver Shelter Alliance and the Animal Welfare Alliance of the Pikes Peak Region.<sup>7</sup> These groups are "umbrella" organizations formed to address common challenges faced by area animal welfare groups and to create unified efforts to advance their cause. This can reduce duplication of effort and enhance results through teamwork.

However, as mentioned above, if disputes arise between the third party and city Animal Control Officers regarding their respective roles and the appropriate interfaces between the two parties, they may be difficult to resolve promptly and without impairing the quality of services provided by either party. Currently, ACCD Administrator is in a position of authority over both and therefore is able to easily resolve any such challenges. Another factor favoring joint operation of the care and control functions, according to a Texas shelter administrator, is the role that Control can play as a preventative mechanism for irresponsible pet ownership: "Saving, placing and killing animals form one big mechanism and have to work together."<sup>8</sup>

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<sup>7</sup> Telephone interview with Humane Society of the Pikes Peak Region director Dr. Wesley Metzler, October 14, 2002.

<sup>8</sup> Telephone interview with Town Lake (Austin, Texas) Animal Center director Dorinda Pulliam, October 9, 2002.

Stability of the sub-contract relationship involving a third party animal care provider also is an area of concern surrounding this alternative. While conducting its review, the review team learned from another shelter administrator that “it’s not uncommon for those relationships to fail”.<sup>9</sup> The City’s past experience in this area is not unique: On June 1, the City of Pueblo, Colorado resumed operating duties of its shelter after the Pueblo Animal League terminated its contract due to funding and management issues.<sup>10</sup> Many of the operating problems that have led to failed outsourcing arrangements, however, *can* be mitigated through sound contract management and performance measurement by the City. Such standards will be discussed later in this report.

These challenges associated with a not-for-profit third party provider of the animal care functions should not be construed as a conclusion that ACCD cannot work with other players in the community’s animal care arena. To the contrary, the size of the City’s animal problem far exceeds the Division’s physical and fiscal ability to address it alone. In 2001, the volume of animals processed by ACCD was only about 55% of the combined total including the second-largest local animal shelter, Humane Society of Indianapolis, making animal care a \$4 million to \$5 million community responsibility. ACCD continues to operate at levels stretching both its physical and its fiscal limits, however. Clearly, the review team recognizes, ongoing cooperation and coordination among the numerous animal shelters and interest groups in the community is needed to adequately address the need.

Department of Public Safety

The third option – to leave ACCD as it currently resides organizationally, within DPS – might appear to represent simply continuing with the status quo. However, the review team does not endorse this alternative that simply. Rather, consideration was given to leaving the animal care function within DPS and ACCD, but *also* pursuing a City-chartered not-for-profit support group or charitable foundation. The group’s chief objective would be to seek out financial support from the numerous sources to which the Division does not currently have access by virtue of its being a government entity.

The *Indianapolis Parks Foundation* (IPF) or *Greenways Foundation, Inc.* (Greenways) could be models of such a supporting entity which could be created to provide the Shelter with a vehicle to raise funds and offer potential tax deductibility to donors. Both groups provide financial and volunteer support benefiting the City’s Department of Parks and Recreation. IPF is the lead organization for all fund development activities within Indy Parks and is the lead organization for Partners in Parks, a group of 30-plus organizations that meets on a

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<sup>9</sup> Telephone interview with Fort Wayne shelter administrator Belinda Lewis, October 11, 2002.

<sup>10</sup> Press release, City of Pueblo Information Office, May 28, 2002.

regular basis to strengthen communication, coordinate projects needing private funding and identify potential funding sources for those projects. Over the past ten years, IPF has provided more than \$4 million in funding for Indy Parks programs, maintenance and capital needs. Similarly, Greenways' charter is to solicit donations and make grants supporting development, enhancement and operation of greenways (i.e., linear parks such as the Monon or Pleasant Run Trails) in Indianapolis and Central Indiana. Its efforts include initiatives like the Donate-A-Bench Program and leading volunteer activities such as the annual White River Clean-up.

The review team consulted Ray R. Irvin, Greenways Administrator for the City's Department of Parks and Recreation and Vice President of the Greenways Foundation. He advised that it would be "incredibly advantageous" for ACCD to have an associated foundation or support group that could raise money and "get things done without the bureaucracy of government." Irvin further counseled that to be properly structured the Shelter foundation would have:

- A documented goal and mission that is clear and consistent with the Division's objectives;
- Board members who are, to the extent possible, apolitical yet well connected to the community in its broadest sense, and not simply representative of one group of interests or values – concern for the well being of animals should not be the sole criterion for board membership;
- Official recognition by the City in the form of a legal ordinance to ease potential concerns of the City-County Council and to enjoy a formal City endorsement of the group's or Foundation's efforts and objectives;
- A focused commitment to its core functions of fund raising first, and spearheading community outreach efforts second.<sup>11</sup>

Were the Division to create such a foundation or support group, it would possess a tool that currently represents the primary advantage offered by a not-for-profit third party operator of the animal care process.

#### Performance Measurement

The review team determined earlier that one factor leading to poor results from third party providers of animal care services was inadequate or non-existent measurement of operating

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<sup>11</sup> Meeting with Ray Irvin on September 12, 2002.



results. In fact, this may also be a partial factor in the sub-optimal performance of the Division itself in recent years. The adage, “If it doesn’t get measured, it doesn’t get done,” is an inescapable truism. Therefore, the review team sought to identify a set of basic standards that would not only establish benchmarks for measuring operating results, but also promote enhanced results simply by their existence. These standards would be appropriate for either a third party operator or in-house use. The team agreed to identify the measurements themselves, but not to establish the specific level of performance sought for each measure. This was done both because of a lack of adequate historical data to use as a baseline and because the Shelter staff or third party should have an opportunity for input since it is their performance that will be measured. A non-inclusive list illustrating many of the key measures suggested by the review team is shown in Figure 2, which follows:



**Figure 2**  
**Prototype Shelter Performance Measurements<sup>12</sup>**

- # of monthly adoption customer visits to the Shelter
- # of monthly adoption customer visits to the Shelter's Internet web site
- # of community outreach and media events per month or quarter
- # of unique web site "hits"
- % of adult dogs/cats revaccinated/rewormed
- % of eligible animals spayed/neutered<sup>13</sup>
- % of animals taken in with tags that were adopted, less the % of such animals that were euthanized
- % of euthanizations of adoptable animals, for each of the four euthanasia reason codes
- # of adoptable cats/dogs euthanized
- # of animals euthanized (all classes)
- # and % of sheltered animals adopted
- % of sheltered animals rescued
- % of sheltered animals returned to owners
- Care cost per adopted animal
- Care cost per sheltered animal
- % of adoptable dogs/cats bathed
- # of spay/neuter vouchers redeemed
- # of volunteer hours served
- average length of stay for adoptable animals for each of the various intake reason codes
- length of time from incident report filing at Mayor's Action Center until its disposition

One of the most critical measures, the euthanasia rate, is also one of the most difficult to define. Shelter operations around the country use a myriad of methods to track their performance in this regard, involving differing denominators in the equation. Typically, those claiming the lowest euthanasia rates employ the broadest, most encompassing figures into which they divide the number of animals that they kill, including not only adoptable animals, but also animals taken in for investigation purposes, and sick or ill animals. Still others "manage" the number of animals actually euthanized by the shelter. For example, in

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<sup>12</sup> Some performance measures, courtesy of Town Lake Animal Center, Austin, Texas.

<sup>13</sup> Ineligible animals would encompass non-dogs/-cats, dogs/cats that appear already to have been altered based on visual inspection, dogs/cats that are too ill or young to be altered

San Francisco, the local shelter technically performs no euthanizations, but rather transfers animals to be killed from the shelter to a separate facility located down the street from the shelter, allowing the shelter to post a “no-kill” record. Similarly, the definition of or criteria for “adoptability” can vary widely, due to its subjectivity. As this term’s application narrows, a shelter can lay claim to a lower rate of euthanasia of adoptable animals, without actually having changed its practices.

Most of these measures, both historically and currently, have not been calculable for the present Shelter operations, either because the requisite raw data are not tracked and therefore not available, or because the myriad paper- and standalone PC-based tracking systems now in use at the Shelter are inaccurate and unreliable. However, the recommendations of the concurrent Technology Strategy review team address this weakness.

Regardless of whether the Care function remains within DPS or is contracted to a third party provider, adoption of performance measures such as the examples above appear to be significant factors in ensuring that advances are made toward improved results in every aspect of Shelter operations. These measures, therefore, should be obtained as soon as practicable using the new shelter management software (discussed in Part II of this report) so that baseline statistics can be had, and goals and corresponding due dates then set for improvements in each of them. All Shelter staff who can play a role in these operational advances should be given an opportunity for input in establishing the new targets, both because of the involvement that those staff will have in achieving them and due to the need to ensure optimal buy-in and endorsement by staff of the statistical goals. Absent the support and backing of Shelter staff for these measures, progress toward improved performance will be limited.

## Financial Resources

It is easy to suggest that the Division could do much more and perform at a much higher level if it had a larger budget than its \$2.4 million in 2001. And while that is true, the review team recognizes that the City’s ability to provide significantly greater funds is not present in the current fiscal environment. Therefore, the team looked at other sources to obtain increased financial support. As mentioned earlier in this report, one very attractive approach – soliciting charitable gifts through a not-for-profit entity, either formed by the Division or represented by a third party provider of animal care services – can do much to help in this regard. However, the team also chose to look at the Division’s own financial operations and identify areas where more funds can be found.

The Shelter's fee schedule was examined to identify services that are under-priced, either because fees are not equivalent to the charges of other comparable providers in the community or because they simply fail to recoup the full cost of the service performed. For example, the Shelter's current adoption fee is \$45.<sup>14</sup> An informal poll of shelters participating in an August 17 cat adoption fair revealed that local shelters and rescue groups charge cat adoption fees ranging from \$40 up to \$95, with an average of over \$63.<sup>15</sup> In this example, the fee charged by the Shelter not only is lower than the "market" but also falls below the Shelter's direct costs of the services, as shown in Figure 3:<sup>16</sup>

**Figure 3**  
**Comparison of Adoption Fees to Costs<sup>17</sup>**

	<u>Fee Charged</u>	<u>Cost</u>
Microchip	\$10.00	\$5.95
Spay/Neutering	35.00	40.00
Vaccines/Tests/Syringes	<u>0.00</u>	<u>6.86</u>
<i>Totals</i>	<i>\$45.00</i>	<i>\$52.81</i>

One means of overcoming this particular mis-priced service is to remove the spay/-neutering purchase from the adoption fee, without eliminating the requirement that the new owner have the pet altered within 60 days of adoption. If the Shelter instead were to continue delivering the adopted animal to the new owner's veterinarian of choice, and the owner paid the vet for the surgery outside of the adoption fee paid to the Shelter, ACCD would eliminate a \$40 cost, yet still collect a reasonable fee. Meanwhile, the veterinarian gets a new patient and the owner receives a free "wellness exam" for the pet along with its spay/neutering.

Another possibility involves the Shelter's \$10 microchip fee. Currently, it covers only the implantation of the identification chip, but the eventual owner of the animal must later register with one of the microchip database services at additional expense. Because it requires the added step, this arrangement increases the likelihood that the owner fails to follow through and the chipped animal's ownership information never is registered in the database. The Shelter could instead raise its chipping fee from its current level and enter the

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<sup>14</sup> This includes microchipping, vaccinations and spay/neutering by an independent veterinarian.

<sup>15</sup> Email message from Judy Gareis to ACCD Public Information Officer Margie Smith-Simmons *et al.*, August 18, 2002.

<sup>16</sup> Other examples of unit costs of Shelter services can be found in Appendix C.

<sup>17</sup> ACCD internal financial records (See Appendix C).

animal's identification information into the database. The fee increase would exceed the added cost to the Shelter of the service, and improve the efficacy of microchipping by reducing the chance of an unregistered animal. This would also bring the Shelter's fee more in line with the market, where the Humane Society of Indianapolis charges \$20 and area veterinarians collect \$30 to \$40 per microchipping.

Of course, the review team recognizes that the Shelter cannot become a moneymaking enterprise, nor is that consistent with its primary operating objectives. Nonetheless, consumers of its services should be expected to pay a reasonable portion for those services, especially when the fees charged by other providers in the community, including not-for-profit entities, are greater than the Shelter's.

But beyond its own fee schedule, the Division's financial performance must also be viewed from a broader perspective. The margin by which specific service fees exceed the direct costs of providing them may help meet operating expenses better, but it cannot begin to adequately provide for the long-term capital needs of the Shelter – bedding, medical equipment, computer systems and software, handheld scanners, animal toys, and facility improvements. Currently, the Division has little incentive to operate economically or to perform better than budgeted: net fees collected, unspent appropriations and other results of fiscal management successes revert to the City's General Fund. As donations are received, they are offset against City-budgeted appropriations. Contributions and gifts do not actually increase the total amount of funds available to the Division, they simply shift its balance of funding sources away from the General Fund and toward donations. ACCD reaps no reward for sound financial stewardship, and therefore has no incentive to pursue such results. Conversely, the Fort Wayne Shelter, after obtaining budget appropriations for its operating needs, is free to seek resources such as food and medicines from donors. To the extent it is able to obtain these items free of charge (e.g., hospitals providing supplies that are past their "use by" dates) or using donated funds, without relying on City appropriations, those appropriated City funds remain available for the Shelter's use in other areas: they are not returned to the City and the Shelter directly benefits from its efforts to obtain resources as inexpensively as possible.<sup>18</sup> In fact, Fort Wayne's shelter is so successful in this regard that all of its medications and medical care costs are supported by donations.<sup>19</sup>

As addressed earlier in this report, the ability of the Division to raise funds through donations currently is limited by two factors. One, fund raising simply has not been a prominent activity of the Division, with focused resources and effort behind it. Second, as a

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<sup>18</sup> Telephone interview with Belinda Lewis.

<sup>19</sup> *Ibid.*

government agency, few donors view the Division as an entity worthy of their charitable contributions, because its funding comes predominantly from City appropriations. It is true that the time of the Division staff has been consumed entirely by their efforts to run the Shelter; activities such as fund raising, volunteer recruitment and coordination and community outreach and education on animal welfare issues have all faded far into the background of Division operations in recent years. However, the ability of a not-for-profit entity to raise funds for the Division's benefit represents a significant opportunity to advance the cause of the Shelter and achieve new funding levels that would greatly enhance its operating results. Whether accomplished via contracting of the Care function to a not-for-profit third party that could carry out this type of effort or through the creation of a City-chartered foundation similar to the Parks Foundation or Indy Greenways, an entity whose sole purpose is to generate financial and volunteer support for the Division's mission appears to be essential to its long-term success.

A final revenue-related issue is the matter of other jurisdictions'<sup>20</sup> use of ACCD services and how they reimburse the City of Indianapolis for those services. These might involve the Division's animal control officers or simply the Shelter itself. In 2001, the Division handled 681 animals for the benefit of other jurisdictions, 470 (69%) of which resulted in euthanasia of the animal. This issue, however, was not addressed in detail by the review team because it entails intergovernmental matters beyond the scope of this review. It is mentioned here only because the review team felt that the potential for a more equitable solution for reimbursement for services provided may be appropriate and would improve the financial performance of the Division.

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<sup>20</sup> Including the Marion County "excluded cities" of Beech Grove, Lawrence, Southport and Speedway.

## Conclusion

This review commenced in an effort to identify strategies for improving the operating efficacy of ACCD, focusing heavily on the potential net benefits of separating the Care and Control functions and shifting the former to a provider other than the Division.

The direct costs associated with such a separation, the review team estimates, would exceed \$118,000, represented by additional personal services costs and administrative burden. However, while there is no apparent better home for the care function among other City agencies or departments, a not-for-profit third party appears to offer some benefits over the current arrangement. Specifically, that type of provider may bring superior skills in recruiting and coordinating volunteers; it may also open doors to new and greater sources of donations and grants. The experiences of numerous other communities nationwide in successfully outsourcing the animal care function to a third party, though, include many failures, indicating that improved animal welfare in Indianapolis is not assured by pursuing this alternative.

The review team identified and recommends two strategic efforts that would permit the City to duplicate the key advantages associated with a not-for-profit provider of the Care function and avoid the need to separate it from the animal Control function. The first is to charter an organization or foundation to directly support the activities of the animal Shelter through recruiting and coordinating volunteers as well as raising funds from donations, gifts and grants, particularly from national groups who will not make such awards to the Shelter itself because it is a direct government agency. The second strategic undertaking addresses enhanced operating results in the Division through a performance measurement system. If designed and used properly (and enabled by the shelter management software improvements described in Part II of this report), this system offers better ability to monitor results, better motivation of staff to strive for improved performance, and a better tool for assessing operating results and trends therein.

The review team also recommends a third key strategy: evaluating the Shelter's fee schedule, and making adjustments where appropriate to better manage the Division's fiscal resources. This evaluation should focus on those services whose fees do not match or exceed their costs, or whose levels at other local sources are significantly greater.

The Organizational Strategy review team concludes this report by recommending that the Care and Control functions of ACCD not be separated. However, while improved operating results appear possible if the Care function remains in ACCD, they require the Division to implement the strategies concerning creation of both a charitable supporting organization and a sound performance measurement system. The review team further suggests that improved fiscal management at ACCD can be had through an assessment of its present fee schedule to ensure that each charge is consistent with the goal of optimizing animal welfare in the community.

## Appendices

### A. Draft Operating Budget – Animal Care and Control

1999 ANIMAL CARE & CONTROL

DR.

		2001 Actual	2002 Orig Budget	2002 Rev Budget	2002 YTD	2003 Budget	Increase of 03 Over 02 Orig	%	Increase of 03 over 02 Rev	%
Subfund	1AA	CONSOLIDATED COUNTY GENERAL								
100	SALARIES - BI-WEEKLY	280,149	388,590	419,304	308,684	487,400	178,807	37.0%	76,807	18.7%
101	SALARIES - WEEKLY	657,801	823,760	815,790	300,734	849,400	21,637	2.6%	21,637	2.6%
110	SALARIES - TEMPORARY	0	13,656	15,656	0	13,200	-456	-2.9%	-456	-2.9%
120	OVERTIME	88,143	79,418	39,428	52,279	46,800	20,372	32.2%	20,372	32.2%
130	GROUP INSURANCE	106,979	186,479	205,979	60,517	221,300	34,819	16.7%	11,119	3.4%
140	EMPLOYEE ASSISTANCE PROGRAM	13,792	13,802	13,902	0	13,800	1,898	13.7%	1,898	13.7%
160	PENSION PLANS	48,293	41,832	49,932	18,548	54,100	8,178	17.8%	4,178	8.4%
170	SOCIAL SECURITY	74,141	87,818	94,828	34,087	181,400	11,572	12.7%	8,572	9.0%
180	UNEMPLOYMENT COMPENSATION	900	0	0	2,842	0	0	—%	0	—%
181	WORKERS COMPENSATION	21,620	21,875	24,475	0	21,800	3,825	15.8%	525	2.1%
010 PERSONAL SERVICES TOTAL		1,296,958	1,543,537	1,678,137	784,629	1,827,800	284,263	18.4%	149,663	8.9%
200	GENERAL OFFICE SUPPLIES	2,690	3,816	3,616	400	3,300	-256	-7.1%	-256	-7.1%
201	COMPUTER SUPPLIES	5,537	1,818	1,616	479	1,950	-66	-4.1%	-66	-4.1%
210	MATERIALS AND SUPPLIES	827	2,574	2,574	680	3,715	340	5.5%	340	5.5%
211	BUILDING MATERIALS AND SUPPLIES	149	90	90	0	180	90	100.0%	90	100.0%
220	REPAIR PARTS, TOOLS AND ACCESSORIES	836	0	0	0	200	208	—%	208	—%
230	INSTITUTIONAL MEDICAL & FOOD SUPPLIES	71,864	89,441	68,441	43,095	87,250	36,809	39.2%	36,809	39.2%
240	UNIFORM AND PERSONAL SUPPLIES	4,712	4,895	4,095	4,095	14,890	10,795	263.6%	10,795	263.6%
020 MATERIALS AND SUPPLIES TOTAL		82,574	89,432	89,432	48,996	118,745	27,713	46.9%	27,713	46.9%
300	PROFESSIONAL SERVICES	5,860	5,800	15,000	12,739	18,740	18,740	214.8%	8,540	618.1%
306	ARCHITECTURAL AND ENGINEERING SERVICES	39,272	0	3,861	3,861	0	0	—%	-3,861	-100.0%
309	TECHNICAL SERVICES	18,386	34,800	32,958	7,280	21,200	-9,400	-27.2%	-7,158	-23.5%
312	MANAGEMENT CONTRACTS	175,882	175,800	115,739	44,080	0	-271,809	-100.0%	-115,739	-100.0%
315	TEMPORARY SERVICES	352	0	658	646	0	0	—%	-658	-100.0%
321	WASTE COLLECTION AND DISPOSAL	0	0	1,000	135	0	0	—%	-1,000	-100.0%
323	POSTAGE AND SHIPPING	980	1,400	1,400	405	1,400	0	—%	0	—%
326	COMMUNICATION SERVICES	11,998	14,700	14,700	3,882	15,100	348	2.4%	348	2.4%
329	TRAVEL AND MEALAGE	120	125	125	0	125	0	—%	0	—%
332	INSTRUCTION AND TUITION	6,123	17,175	17,175	876	6,175	-11,800	-68.0%	-11,800	-68.0%
335	INFORMATION TECHNOLOGY	23,567	39,807	39,807	11,828	39,806	-1	0.0%	-1	0.0%
344	PRINTING AND COPYING CHARGES	6,131	3,500	3,500	1,782	13,580	9,800	257.1%	9,800	257.1%
347	PROMOTIONAL ACCOUNT	0	0	0	0	12,580	12,580	—%	12,580	—%

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1660 ANIMAL CARE & CONTROL

Line

	2001 Actual	2001 Orig Budget	2002 Rev Budget	2002 YTD	2003 Budget	Increase of 02 Over 01 Orig	%	Increase of 03 over 02 Rev	%
358 FACILITY LEASE AND RENTALS	141,508	161,790	161,790	0	168,138	6,300	4.0%	6,500	4.0%
356 EQUIPMENT MAINTENANCE AND REPAIR	278	2,980	2,980	118	398	-2,700	-91.1%	-2,700	-91.1%
362 BUILDING MAINTENANCE AND REPAIR	98	0	0	0	0	0	—%	0	—%
368 INSURANCE PREMIUMS	4,254	4,739	4,739	1,380	5,487	738	15.3%	738	15.3%
371 MEMBERSHIPS	8	180	380	0	380	0	—%	0	—%
374 SUBSCRIPTIONS	295	580	580	0	358	-250	-38.0%	-150	-30.0%
000 OTHER SERVICES AND CHARGES TOTAL	425,548	319,288	414,288	89,603	398,145	-151,817	-28.8%	-16,817	-3.9%
415 FURNISHINGS AND OFFICE EQUIPMENT	1,262	2,582	2,582	0	1,588	-1,082	-41.9%	-1,082	-41.9%
420 EQUIPMENT	361,206	369	369	348	378	1	0.3%	1	0.3%
425 VEHICULAR EQUIPMENT	81,497	198,864	173,799	0	111,294	-88,570	-44.3%	-84,585	-35.7%
445 LEASE AND RENTAL OF EQUIPMENT	27,119	88,136	73,281	34,081	189,181	80,911	126.7%	36,906	31.3%
040 PROPERTIES AND EQUIPMENT TOTAL	481,888	258,951	258,951	24,481	222,271	-28,880	-11.4%	-28,880	-11.4%
519 CENTRAL SERVICES CHARGES	855	1,363	1,363	0	2,726	1,363	100.0%	1,363	100.0%
520 FLEET SERVICES CHARGES	121,477	128,877	128,877	23,553	128,877	0	—%	0	—%
593 INTER DEPARTMENTAL CHARGES	-1,938,363	-2,413,366	-2,413,366	0	-2,530,788	-117,422	4.9%	-117,422	4.9%
000 INTERNAL CHARGES TOTAL	-1,796,851	-2,283,126	-2,283,126	23,553	-2,401,181	-116,059	5.1%	-116,059	5.1%
1A4 CONSOLIDATED COUNTY GENERAL TOTAL	489,828	148,088	139,880	778,987	165,088	16,880	18.7%	26,880	18.7%
Subfund: 1A2 DEDICATED ANIMAL CARE SPECIAL PROJ. FUND									
230 INSTITUTIONAL, MEDICAL & FOOD SUPPLIES	0	0	3,825	0	0	0	—%	-3,825	-100.0%
020 MATERIALS AND SUPPLIES TOTAL	0	0	3,825	0	0	0	—%	-3,825	-100.0%
380 PROFESSIONAL SERVICES	0	0	18,880	0	0	0	—%	-18,880	-100.0%
018 OTHER SERVICES AND CHARGES TOTAL	0	0	18,880	0	0	0	—%	-18,880	-100.0%
420 IMPROVEMENTS	0	0	17,345	17,345	0	0	—%	-17,345	-100.0%
040 PROPERTIES AND EQUIPMENT TOTAL	0	0	17,345	17,345	0	0	—%	-17,345	-100.0%
1A2 DEDICATED ANIMAL CARE SPECIAL PROJ. FUND TOTAL	0	0	31,170	17,345	0	0	—%	-31,170	-100.0%
ANIMAL CARE & CONTROL TOTAL	489,828	148,088	171,050	796,332	165,088	16,880	18.7%	-1,170	-0.8%

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## B. 2001 ACCD Processing Statistics

Animal Care & Control Monthly Statistical Report with Current Month Comparison to 2000 Same Month														
2001	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Year to date Total	2000 December
Animals Received	1315	1226	1425	1470	1549	1671	1657	1618	1613	1414	1074	1056	17091	1006
Strays	847	830	1065	929	1001	1111	1079	1044	978	894	708	681	11137	666
Owner Surrenders	435	376	335	482	460	480	417	438	420	321	284	244	4692	302
Other Owner Surrenders	0	0	0	0	0	0	117	109	129	168	68	117	708	na
Live Stock	16	10	16	26	48	34	31	28	27	14	7	10	267	16
Exotics	1	2	0	13	14	2	0	26	4	5	2	1	70	4
H Si Transfer	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Other Jurisdiction	38	34	41	93	93	60	80	56	44	52	50	40	681	18
Animals Destroyed	869	765	866	814	925	1029	1147	1180	1031	972	682	730	11010	743
Strays	565	521	615	494	519	617	709	738	634	627	434	479	6952	479
Owner Surrenders	230	182	212	218	254	314	331	346	300	269	185	213	3054	215
Wildlife	9	4	8	15	18	10	0	11	9	2	3	1	90	6
Livestock	0	0	0	0	0	0	0	1	0	0	0	0	1	0
Exotics	0	0	1	0	6	0	0	0	0	0	0	0	7	0
Dead on Arrival	20	15	15	20	27	25	26	26	31	24	14	11	254	18
Died in Kennel	15	9	6	4	34	25	20	19	18	16	15	1	182	7
Other Jurisdiction	30	34	9	63	67	38	61	39	39	34	31	25	470	18
Animals Released	344	381	471	563	449	516	336	367	335	433	317	323	4835	304
Returned to Owner	126	194	217	196	146	237	165	170	156	199	125	129	2060	114
Adopted	69	77	101	154	94	84	102	147	100	148	102	124	1302	71
Humanitarian Release	10	25	1	27	32	39	12	12	9	11	18	15	211	7
Southside Animal Shelter	108	69	129	169	140	141	43	28	48	59	63	42	1039	107
H Si Transfers to	29	13	21	15	21	0	3	5	12	5	6	9	139	0
Released to wild	2	3	2	2	16	15	11	5	10	11	3	4	84	5
Investigations by ACCO's	2669	2856	3051	3124	2889	2927	2242	3026	2799	2969	2334	2064	32950	2139
Reports by ACCO's	175	199	241	310	233	289	222	386	333	252	287	178	3105	154
Summons/Citations Issued	180	247	320	273	222	271	224	224	155	152	156	158	2582	95
Total Bites Reported	130	126	141	161	206	222	143	98	167	116	160	91	1761	102
Micro chips Implanted	157	219	258	273	195	211	181	95	151	27	151	215	2113	139
Visitors to ACCD	999	1211	1490	1257	1010	1050	1080	1455	996	1224	980	1071	13823	848
Phone Calls Received	0	424	592	730	2276	2106	1659	2506	na	na	na	na	10293	na
Adoption Returns	na	5	3	5	3	6	3	5	2	5	7	4	48	na

## C. Cost of Service Estimates

Representative Annual Costs of Selected Services									
<b>Assumptions:</b>									
1. # of animals received annually	18,000	(or average of 1,500/mo)							
2. 60% of animals received are dogs	60%	10,800							
3. 60% of dogs will be euthanized		6,480							
4. 20% of dogs will be returned to owner		2,160							
5. 20% of dogs will be adopted		2,160							
6. 40 % of animal received are cats	40%	7,200							
7. 95% of cats are euthanized		6,840							
8. 5% of cats are adopted		360							
<b>Cats</b>		Adoptable Cats				Non-Adoptable Cats			Combined
	Unit Cost	Cost/Cat	#	Total	Cost/Cat	#	Total	Totals	
FVRCP Vaccine	\$0.78	\$0.78	360	\$281	\$0.78	6,840	\$5,335	\$5,616	
Needles, Syringes, Dewormer	\$0.25	\$0.25	360	\$90	\$0.25	6,840	\$1,710	\$1,800	
FIV/FELV test (for adoptable cats only)	\$8.00	\$8.00	360	\$2,880	\$0.00	6,840	\$0	\$2,880	
Food, Medicine, etc. (20 days for adopted; 6 days for euthanized)	\$0.25	\$5.00	360	\$1,800	\$1.50	6,840	\$10,260	\$12,060	
Euthanasia drug	\$0.75	\$0.00	360	\$0	\$0.75	6,840	\$5,130	\$5,130	
Total		\$14.03	360	\$5,051	\$3.28	6,840	\$22,435	\$27,486	
<b>Dogs</b>		Adoptable Dogs			Non-Adoptable Dogs			Returned to Owner	Combined
	Unit Cost	Cost/Dog	#	Total	Cost/Dog	#	Total	Cost/Dog # Total	Totals
Bordetella Vaccine	\$0.95	\$0.95	2,160	\$2,052	\$0.95	6,480	\$6,156	\$0.95 2,160 \$2,052	\$10,260
DA2PPV Vaccine	\$1.16	\$1.16	2,160	\$2,506	\$1.16	6,480	\$7,517	\$1.16 2,160 \$2,506	\$12,528
Heartworm test (for adoptable dogs only)	\$4.50	\$4.50	2,160	\$9,720	\$0.00	6,480	\$0	\$0.00 2,160 \$0	\$9,720
Needles, Syringes, Dewormer	\$0.25	\$0.25	2,160	\$540	\$0.25	6,480	\$1,620	\$0.25 2,160 \$540	\$2,700
Food, Medicine, etc. (15 days for adopted; 10 days for euthanized)	\$0.25	\$3.75	2,160	\$8,100	\$2.50	6,480	\$16,200	\$1.00 2,160 \$2,160	\$26,460
Euthanasia drug	\$1.50	\$0.00	2,160	\$0	\$1.50	6,480	\$9,720	\$0.00 2,160 \$0	\$9,720
Total		\$10.61	2,160	\$22,918	\$6.36	6,480	\$41,213	\$3.36 2,160 \$7,258	\$71,388
<b>Total - Cats &amp; Dogs</b>									<b>\$98,874</b>

### Returned To Owner

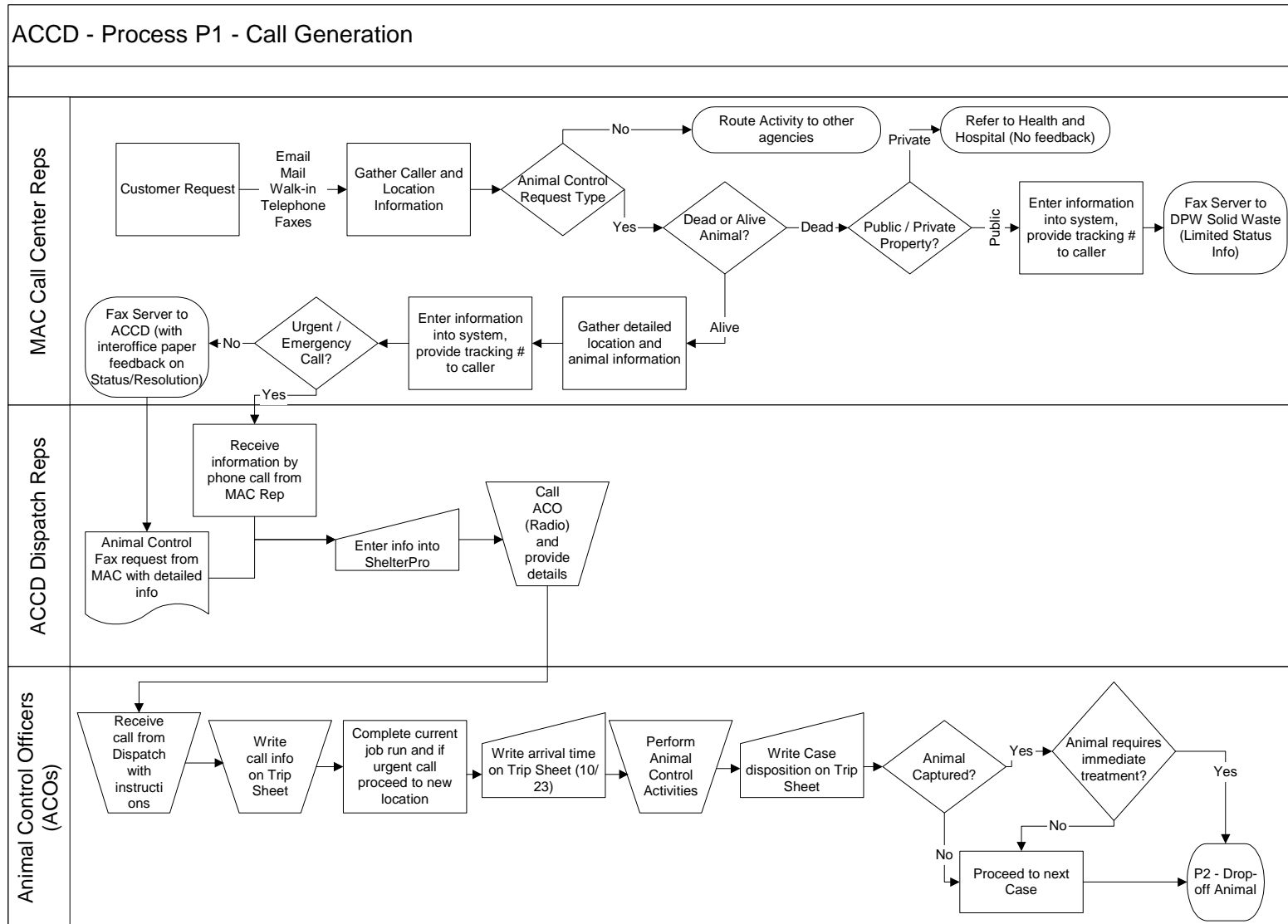
# RTOs - 2001	2060	HSI Retail Price	n/a
Average length of stay (days)	4.0	Average Veterinarian Price	\$8/day boarding
ACCD avg. revenue per animal	\$45.16		
Average cost per animal	\$31.82		
ACCD Gross Profit per animal	\$13.34		
ACCD Annual Gross Profit	\$27,485.61		

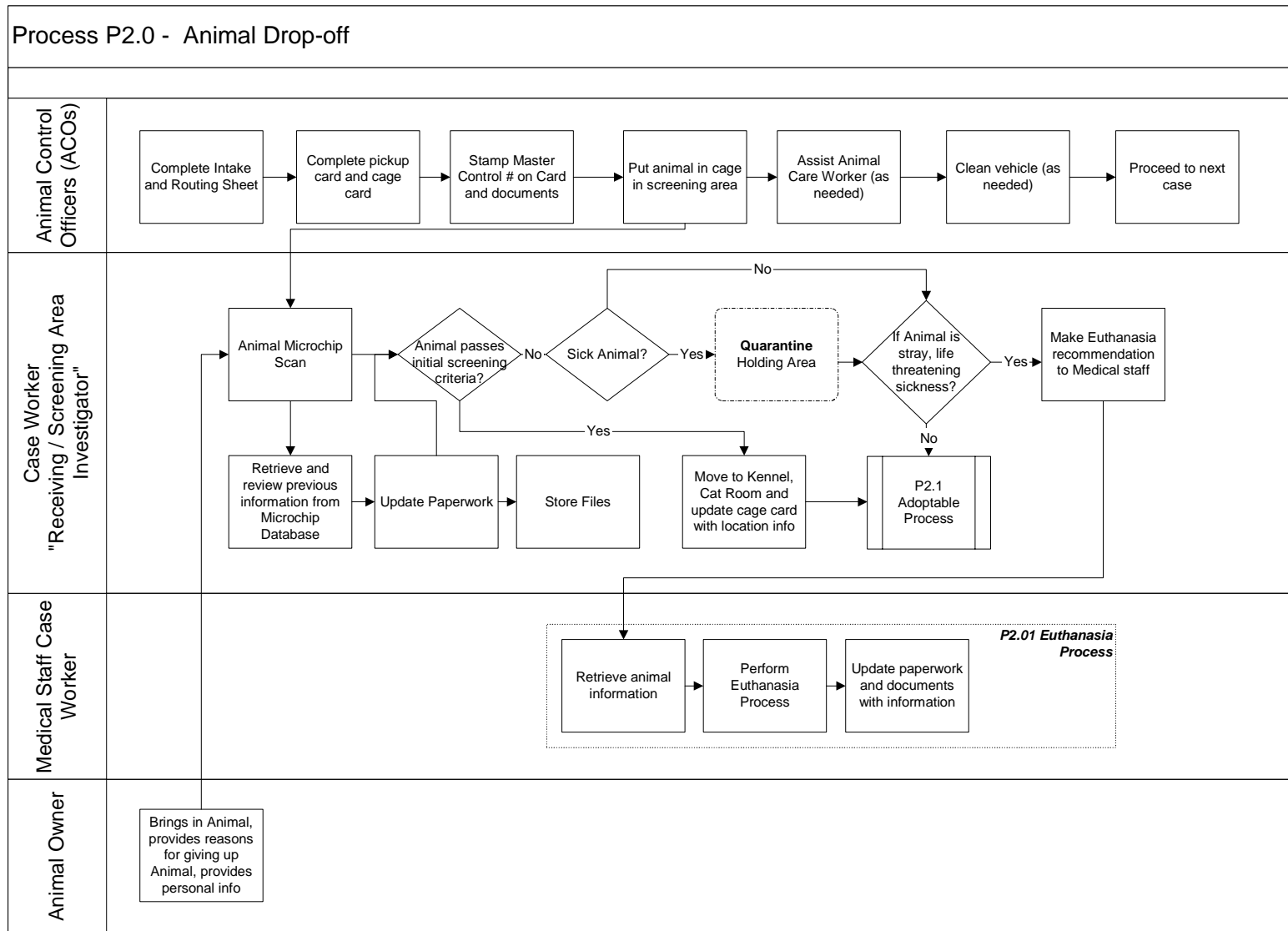
### Chipping

# Chips sold - 2001	2113	HSI Retail Price	\$20.00
ACCD cost per unit	\$5.95	Average Veterinarian Price	\$35.00
ACCD revenue per unit	\$10.00		
ACCD Gross Profit per animal	\$4.05		
ACCD Annual Gross Profit	\$8,557.65		

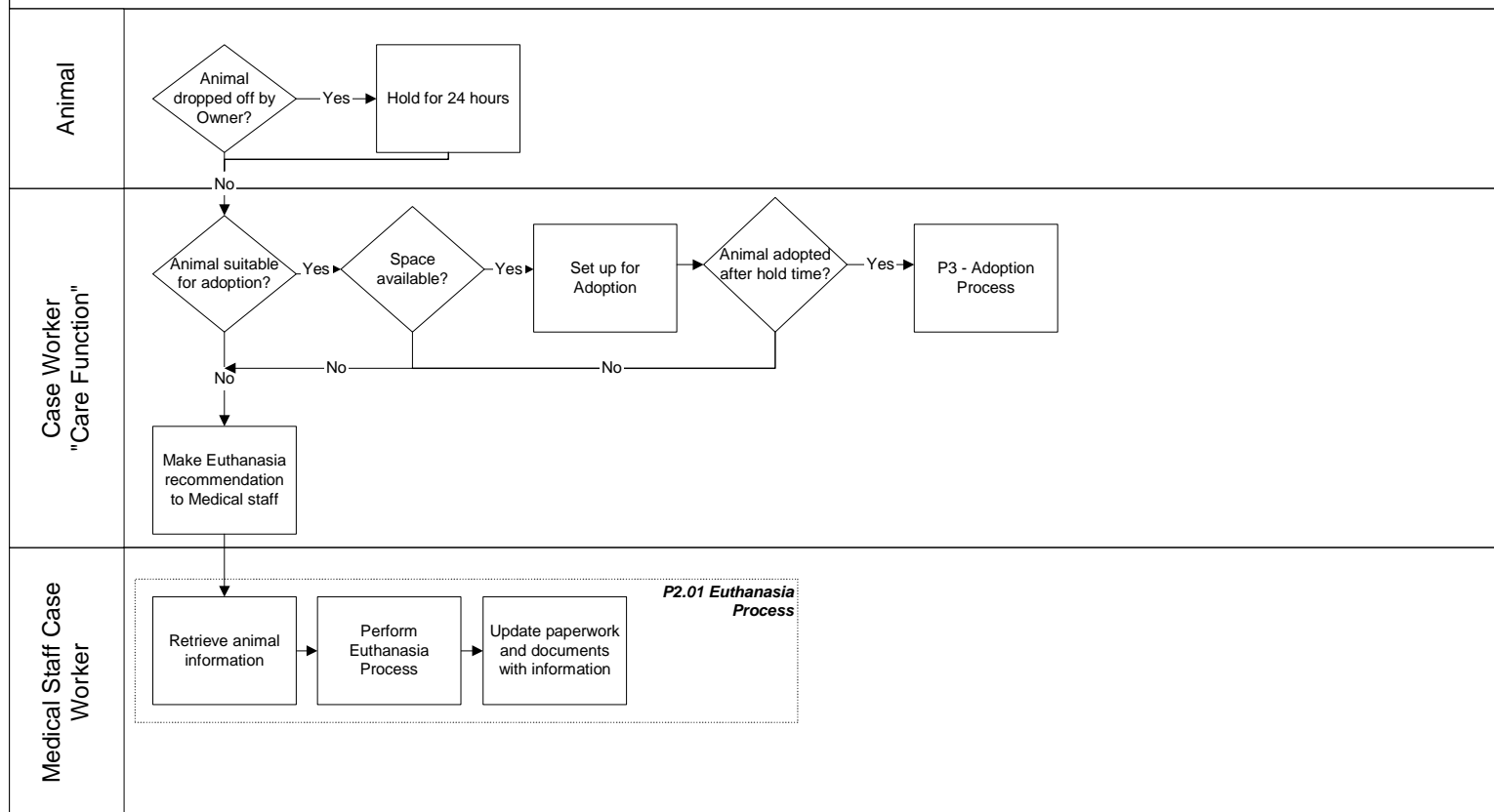
Other associated costs (list)? none

## D. ACCD Process Flows

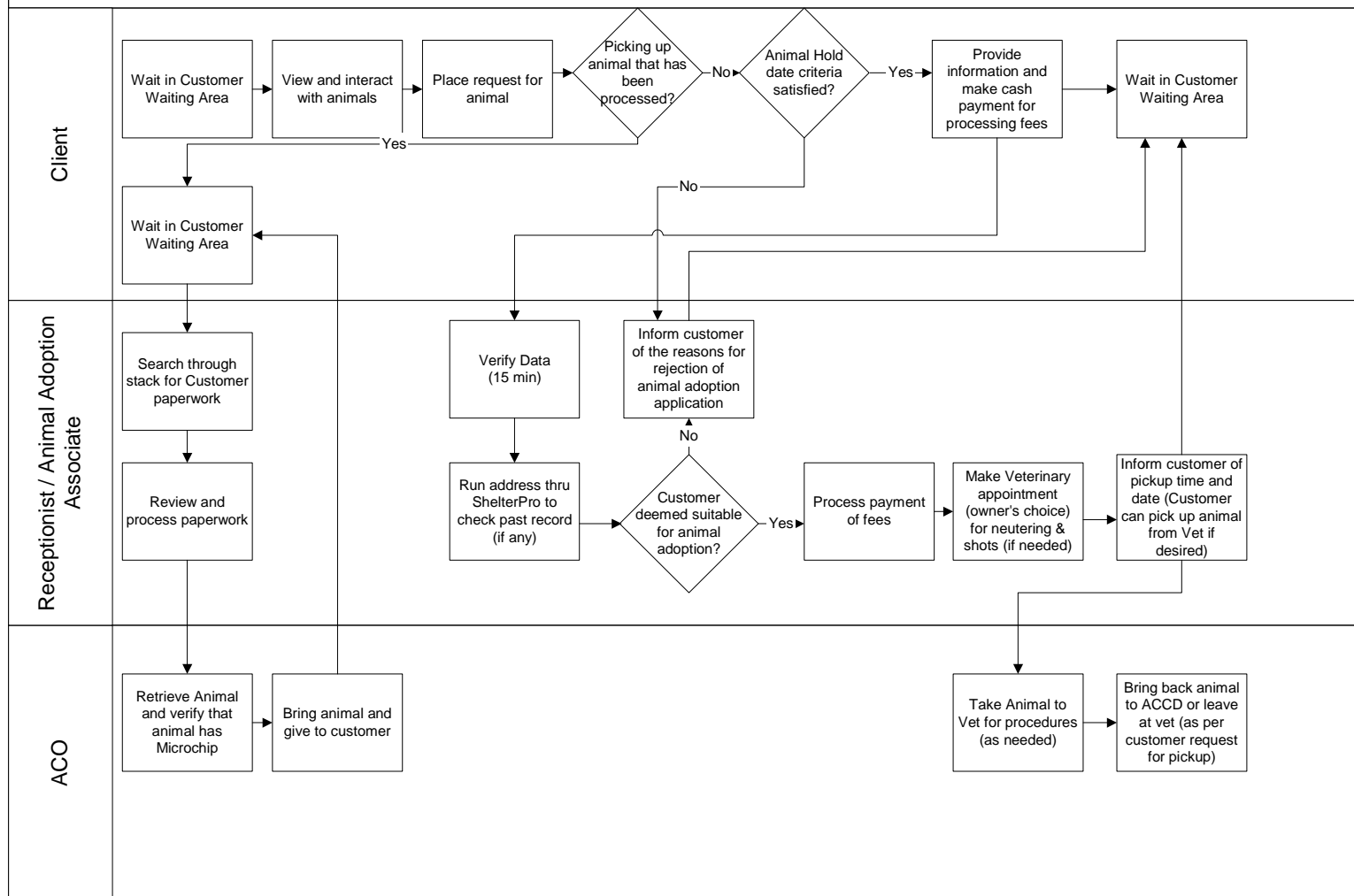


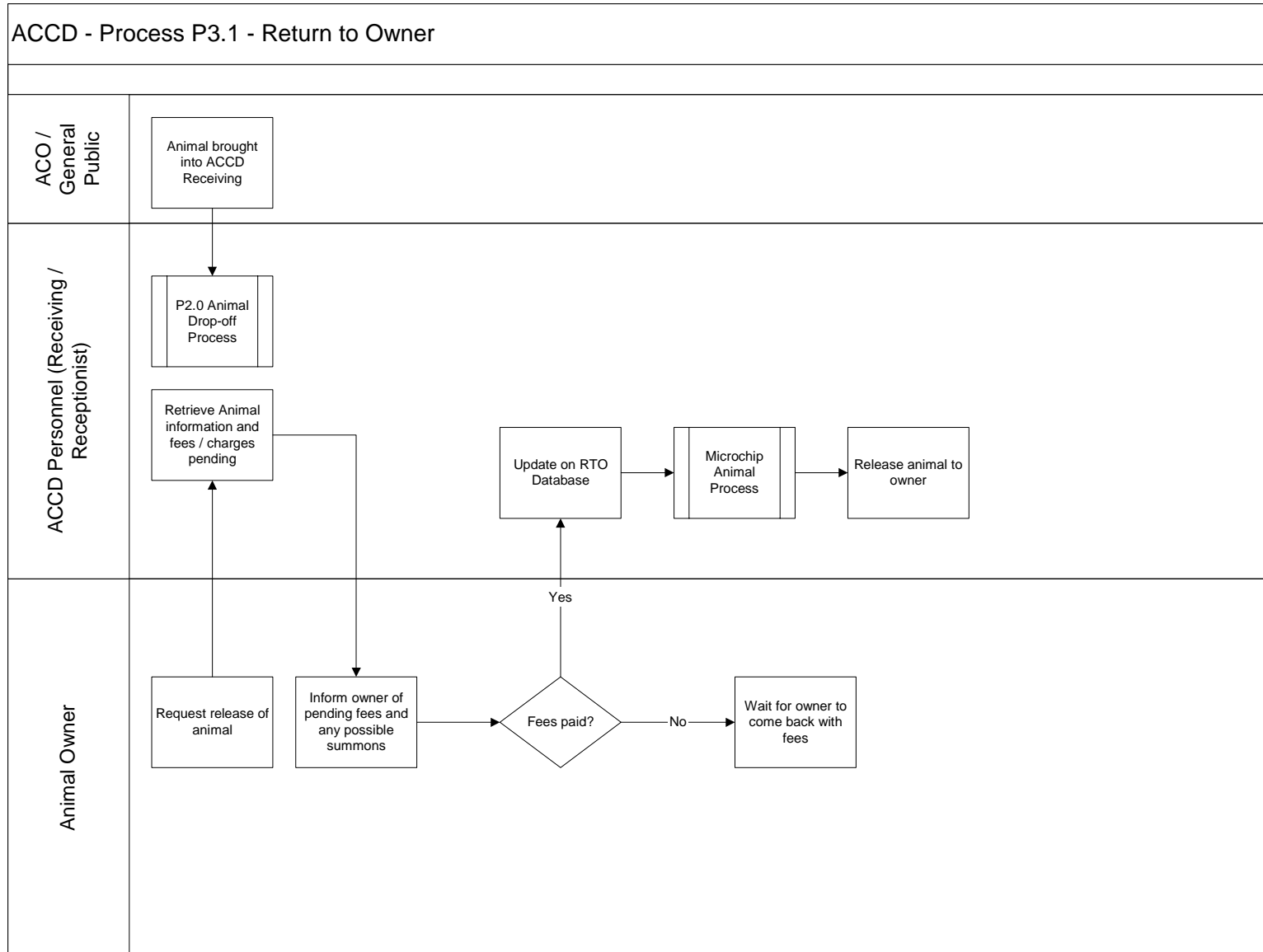


## P2.1 - Animal Adoptable Process

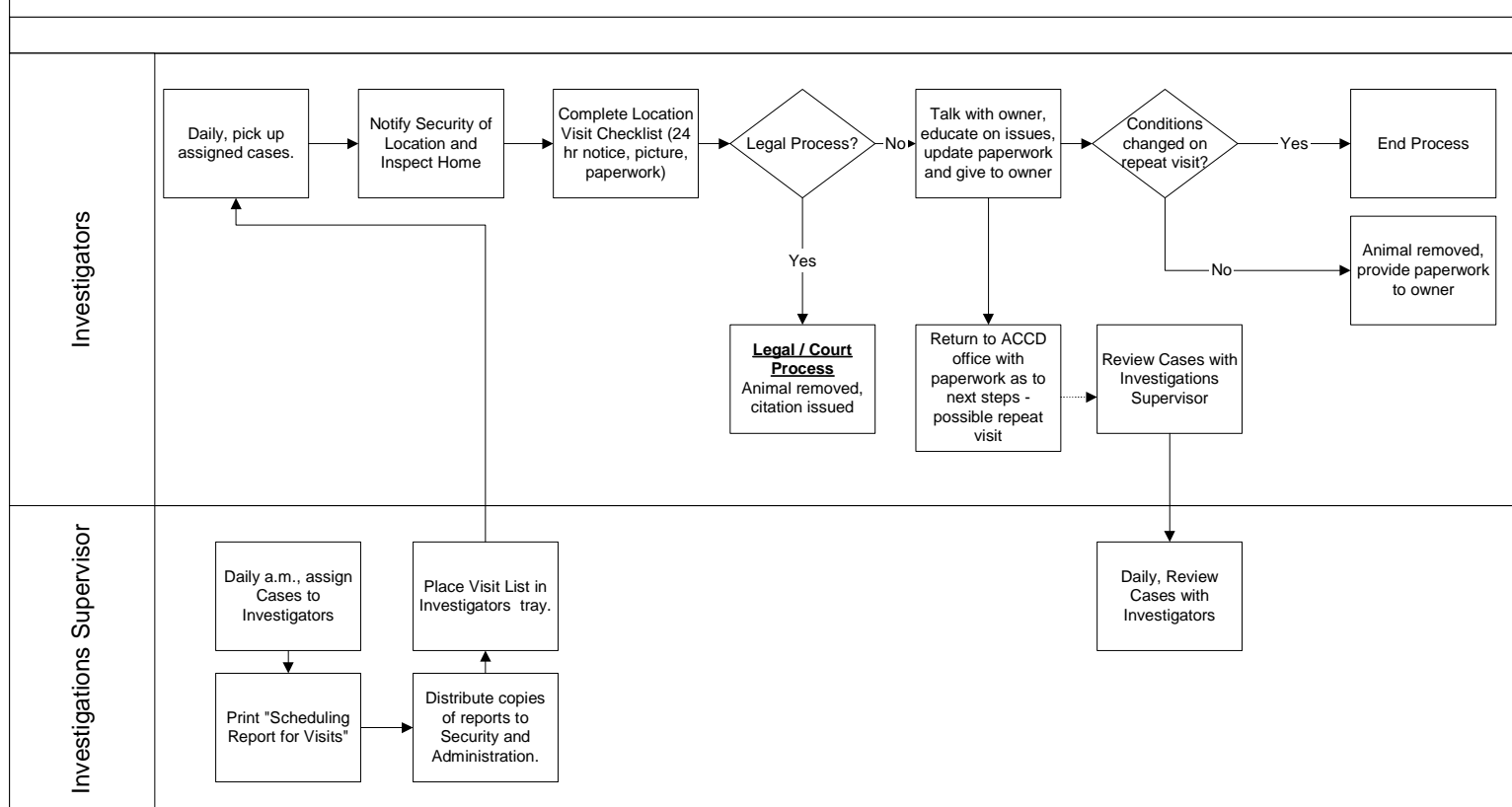


## Process P3 - Adoption Process





## ACCD - Process 4.0 - Investigation





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# Part II

## Animal Care and Control Division: Technology Strategy Issues and Recommendations

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**Department of Public Safety**  
**Animal Care and Control Division**

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**Part II**  
**Animal Care and Control Division:**  
**Technology Strategy Issues and Recommendations**

*November 15, 2002*

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## Part II

### Animal Care and Control Division:

### Technology Strategy Issues and Recommendations

#### Executive Summary

A review team consisting of ACCD Shelter leadership, and facilitated by a Crowe Chizek information management systems consultant, has worked to a) establish short- and long-term technology requirements and priorities for ACCD and b) evaluate shelter management software and technology solutions for recommendation to the City of Indianapolis.

The Technology Strategy review team identified over 50 opportunities where inefficiencies could be reduced or eliminated, customer service and operating effectiveness improved, and quality and availability of information enhanced. These items were then prioritized according to two criteria, their importance/impact and their urgency for implementation.

Most operating improvement opportunities identified in this review involved data entry and distribution. Since ACCD processing for most animals involves its field officers, improvements in two field operations areas were the focus of the review team's work on this issue. One was a goal of a single data collection event in the field – versus data gathering in the field, followed by transfer of that data upon return to the Shelter. The other was real-time (“live”) communication of data from the Shelter and its dispatchers to field officers, in a manner whereby that data already would be available to them when completing their field reports, avoiding the need for them to transcribe the same information contained in a dispatch into their incident report. The actual process and equipment components of the review team's recommended solution to these challenges is depicted in Exhibit 2 on page 6.

Those operating improvement opportunities that were both important and urgent formed the basis for the evaluation criteria and technical standards that the team used to evaluate various shelter management software solutions. Considered as secondary criteria for this software comparison were the technology investment possibilities that were considered important but not urgent. Based on the technical requirements identified by the review team; on presentations by three vendors that included software demonstrations; and on consideration of each vendor's business model, references and pricing, the review team has recommended that the City purchase and implement “Chameleon” as the optimal shelter management software solution for ACCD. A more complete description of this software evaluation begins on page 7.

## Situation Summary

The Animal Care and Control Division (ACCD) provides the following services for the City of Indianapolis:

- Pet adoption
- Kennel housing for stray animals
- Investigation of animals that are abandoned, not receiving proper care and treatment, sick or injured, aggressive and dangerous or barking
- Animal bite investigations
- Animal safety presentations
- Medical treatment for injured or stray animals
- Acceptance of stray or surrendered animals

In an effort to ensure that ACCD is able to carry out these functions most effectively, the City of Indianapolis initiated a study to identify and recommend technology solutions to meet current and future organizational needs.

Consulting firm Crowe Chizek was hired by the City to facilitate this review and to provide an objective process for its completion. The purposes of this review were twofold. One was to identify and prioritize the short and long term functional requirements of ACCD; the second was to obtain reasoned and unbiased recommendations for selecting and deploying the best technology solutions for the betterment of ACCD operations.

The review process and its resultant recommendations are the subject of this report to the Mayor.

## Research and Findings

### Functional Requirements

The correct application of today's technology can help organizations make tremendous advances in their efficiency and effectiveness. This can have direct and meaningful results to the stakeholders being served. For ACCD, the impact of proper technology implementation could benefit both the public and the animals it serves.

However, the wide variety of technology options – when combined with limited resources of budget and time – can create confusion over what technology should be applied and where to apply it. Therefore, the first step in creating a technology plan is to identify potential applications for its use. To identify these applications, Crowe Chizek conducted facility walkthroughs, reviewed existing ACCD technology capabilities and infrastructure, reviewed current trends in animal shelter technology, and conducted detailed interviews with ACCD employees. From this, facilitated sessions with the Shelter staff helped generate a master list of technology opportunities.

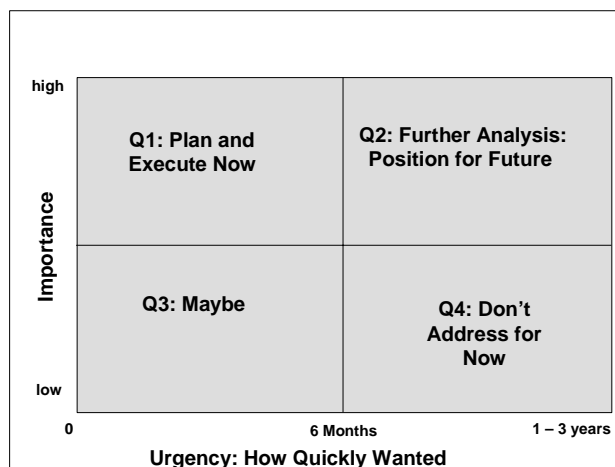
The next step in developing a technology strategy is making the hard decisions of prioritizing what functions should be implemented first. To accomplish this most effectively, the Technology Strategy review team, including ACCD's Interim Administrator, Kennel Manager, Community Outreach Coordinator, Operations Manager, Office Manager, and Investigator made the prioritization decisions. Development of this strategy was coordinated by Doug Schrock, a Crowe Chizek systems consulting Executive.

First individually, then as a group, the review team ranked each of fifty-plus technology opportunities on two scales:

1. How important is this to ACCD? (How big an impact would this make?)
2. How urgent is this item? (How soon should it be implemented?)

The process can be visualized graphically as follows:

### **Exhibit 1 Framework for Prioritizing Technology Investment**



Using this process, the review team agreed on what the future technology of ACCD should support. Additionally, it provided a roadmap of where funds would be applied best to provide the highest impact, as early as possible.

The complete list of prioritized requirements is included in Appendix A. Following are some examples of how these requirements from Exhibit 1 can be interpreted:

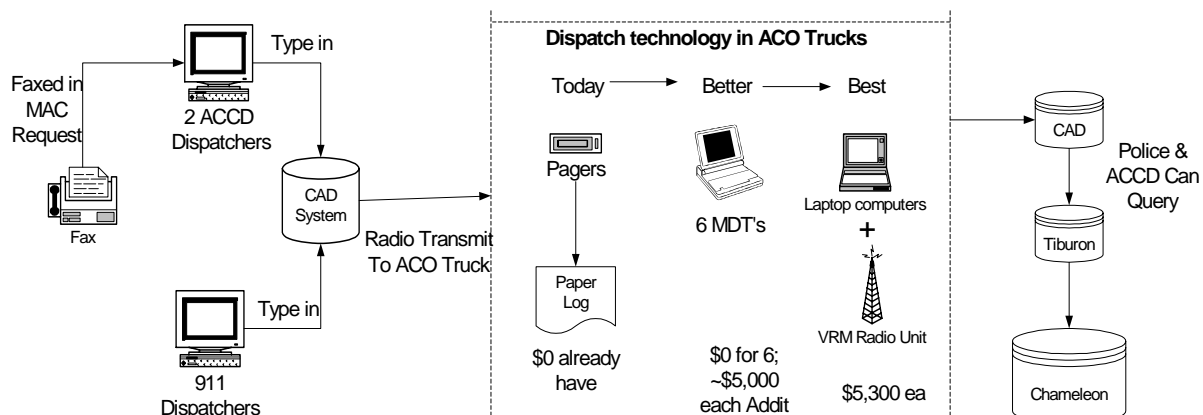
- ❑ Items in quadrant 1 were designated as both important and urgent. In other words, having technology that enabled these items would make a big impact and should be implemented as soon as possible. The highest priority item of these was the ability to search the Shelter's animal population database by a combination of different criteria or types of information (e.g., breed, species, date, pickup region, chip #, etc.)
- ❑ The lowest priority item as determined by the review team was implementing public kiosks for customer use such as at a police sub-station, public library branch or shopping mall. Today, all adoptable ACCD animals are already searchable on the web, with color pictures and descriptions included. When visitors come to the facility in the future, they will be shown computerized inventory and have lookups available to them by ACCD counter personnel. Kiosks represent an idea that could be part of a future strategy, but are currently viewed as less important and less urgent than fifty other items.
- ❑ Also through this process, a number of potential items were eliminated from the list of near-term functional requirements. For example, bar coding of the cage cards and using handheld readers for moving of animals could be a good idea. However,

when viewed among the many other fundamental technology requirements of ACCD, that item did not make the cut to be part of today's technology strategy. The goal here was to create a manageable vision of the most impactful items to best further the goals of ACCD.

## Mobile Computing – Animal Control Officers

In approaching the needs of ACCD, there were requirements identified both within and beyond the facility. The technology requirements of the Animal Control Officers in the field were given special attention in the technology strategy review. The following diagram illustrates the technology vision for the ACOs. Note that implementation of this vision will be over time, as funds availability and experience with the new shelter management software allow.

### Exhibit 2 Mobile Computing Vision for ACCD Field Officers



The review team recognized the importance of integrating to the MAC (Mayor's Action Center). To start with, citizens' service requests via the MAC will continue to be received by ACCD via fax and keyed into the new shelter dispatching software. In the future, as the MAC system capabilities evolve, ACCD will be positioned to receive these requests electronically via the web, and automatically register a call within the shelter dispatch software.

The CAD system currently also is used by 911 dispatchers to log animal control calls. It is possible that with training and the correct security setup that dispatchers at ACCD may also log call requests into this system. This will allow for much richer history of information to be made available for police querying. For example, by logging calls in CAD, information on addresses where animal control officers previously have responded multiple times for

situations such as dog fighting or animal abuse would be made available to law enforcement as well.

By utilizing the same infrastructure as law enforcement, ACCD can more effectively deploy a robust and secure system for communicating to its ACOs. The radio transmission frequencies for sending information can be deployed into ACO trucks through a number of hardware devices (pager, MDT, laptops), depending on budgets and how much functionality is deployed to the trucks.

The Technology Strategy recommendations for ACOs in the field are:

- ❑ Begin using dispatch functionality in the new shelter management software for dispatching ACOs in the field
- ❑ Begin using Tiburon to call in reports
- ❑ Deploy several “pilot” vehicles with pagers and MDTs to test the dispatching capabilities of the CAD system
- ❑ After experience has been gained through pilot utilization of both the new shelter management system and the 911 CAD system, ACCD will be in a much better position to determine full deployment recommendations of the mobile technology.

#### Shelter Management Technology Alternatives

There are a number of alternative technology vendors that supply animal shelter management software. Based on research in the market of shelter operations software, the review team identified three primary options to be investigated as a technical solution. These three were:

- ❑ ShelterPro – the software currently in place at ACCD’s facility. The ShelterPro software had not been fully implemented in the past and was on an older version. The option is a good alternative because Shelter staff are familiar with it, and it can be upgraded and fully implemented with no additional software cost.
- ❑ PetArk – Pet-Ark is a startup organization whose leader gained an audience with several persons in the Indianapolis area. The software could be a low-cost option, based on leading technology. A review of some of its functionality initially looked promising to some ACCD and associated personnel.
- ❑ Chameleon – Chameleon is the most used, most established shelter management software for medium to large shelters. It has a higher initial software cost, but has a significant amount of built in functionality, and a strong support and development base.



## Vendor Information

Each of the three vendors listed above was contacted and asked to verbally respond to the review team's functional requirements for ACCD. The following summarizes some of the core positions of these vendors as represented during the conversations. This information is important to help the team understand each vendor's viability, how the vendor's software solution might evolve, and what its recommendations for ACCD would be.

In all three cases, each of the organizations interviewed felt passionate about animals and about providing solutions to help them. In that respect, they all represented organizational goals congruent with the goals of ACCD. There was no significant difference between the three in this respect, other than Chameleon having substantially more shelter experience in total.

### ShelterPro

#### Company Background

- ❑ ACCD originally purchased this software around six years ago for approximately \$2,200
- ❑ There is only one person in the company
- ❑ Producing shelter software is not his core business
- ❑ Their target market is very small shelters. Indianapolis is by far the largest location that owns the software
- ❑ There is very little software evolution planned

#### Revenue Model

- ❑ Price has dropped to \$800 for a license of the software. Sells only 8-10 copies in a good year
- ❑ Competes against free products like Petwhere
- ❑ \$175 per year for very limited maintenance support

#### ShelterPro's Recommendations for ACCD

- ❑ Software: Stay on ShelterPro. It will be good for his reference purposes
- ❑ Kiosks: Not offered
- ❑ Web Solutions: Not offered

### Pet-Ark

#### Company Background

- ❑ Started 3.5 years ago with a goal to put kiosks in PetSmart stores. (He had these kiosks left over from a prior business. PetSmart deal fell through)
- ❑ Company consists of two people
- ❑ Has written some integration routines for AVID's PETtrak
- ❑ Was unable to provide any live references using the software. Indicated a site in Utah might be live, but wasn't sure

### **Revenue Model**

- ❑ Wants ACCD to switch animal chip vendors and start paying \$9 per chip instead of current \$5.95. He would make a margin on every chip we buy. (Note: ACCD managers see no reason to switch chips – there are no real advantages for one versus the other.)
- ❑ He is trying to get some patents on ideas – nothing finalized yet
- ❑ Would sell the software for around \$7,000 once it has been written
- ❑ Wants to sell his kiosks for around \$3,000 each
- ❑ Is buying web domains for \$30 and wants to resell them at a higher amount. For example, wants to sell Indianapolis [www.indypets.com](http://www.indypets.com). The problem with the value proposition of this is that sites like this are lost in the magnitude of the web. A recent search of Yahoo! returned 11,600 sites for the search criteria “Indy Pets”. However, “[www.indypets.com](http://www.indypets.com)” was not listed among the first two hundred matches reviewed.

### **Pet-Ark’s Recommendations for ACCD**

- ❑ Software: Stay on ShelterPro for now. His software is not yet ready, but he will hire a programmer, write a new software package from scratch and sell it to us mid-2003
- ❑ Kiosks: He has 40 kiosks on hand from a prior business he ran which he would like to sell to us as his core solution
- ❑ Web: Switch to his new [www.indypets.com](http://www.indypets.com) and [www.petark.com](http://www.petark.com) sites instead of staying on the currently used, well-established, IndyGov and [www.petfinder.com](http://www.petfinder.com) sites.

### **Chameleon**

#### **Company Background**

- ❑ 18 years in business
- ❑ 13 people
- ❑ Core business is shelter software
- ❑ Product continually evolved over the years with hundreds of live sites and many references.
- ❑ Software is very mature (few bugs)

### **Revenue Model**

- ❑ The cornerstone of their business model is writing and selling the base shelter software. Base package for a site of ACCD’s size is around \$15,000.
- ❑ Also sell optional expansion modules such as integrated kiosks, picture-taking, mobile computing solutions, integration to web sites

### Chameleon's Recommendations for ACCD

- ❑ Software: Switch to their established software for dispatching, receiving, kennel management, pictures, adoption, etc.
- ❑ Kiosks: Available. Have live references; not recommended now due to the low priority placed on these by ACCD.
- ❑ Web: Continue ACCD's use of [www.petfinder.com](http://www.petfinder.com) (integrate it). Provide a more robust search through IndyGov site (frame)

### Vendor Comparisons

In selecting a strategic technology partner, there are a number of key decision points that can be used to make the decision. Here, the review process focused on three fundamental areas:

- ❑ Organizational strength: The shelter software technology decision being made by ACCD is one that its leadership expects to stand by for years to come. As such, it is quite important that the selected technology vendor continues to be viable and continues to evolve the technology solution. The organizational strength and purpose of the vendor therefore becomes an important decision factor.
- ❑ Software strength: The Indianapolis ACCD is a relatively large shelter that processes a high volume of animals each year. It is important that the software be written in a programming language and database that is robust and technically strong enough for a demanding environment.
- ❑ Functionality match: ACCD has clearly identified what technology functionality is important for the facility. The critical needs of the Shelter were compared to the functionality offered by the software vendor.

The following exhibits summarize the relative positions of the three alternative vendors, in the three basic areas of review. These responses have been color-coded for quick visual review as follows:

Color Key
Good
Possible Risk Area
High Concern / Unacceptable

**Exhibit 3**  
**Vendor Organizational Strength**

	ShelterPro	PetArk	Chameleon
Number of Employees	1	2	13
Approx. revenue / year from shelters	\$5,000	\$0	\$2,000,000
Core Business	Other software	Kiosks/Chips	Shelter software
Years in Business	7+	3+	18+

**Exhibit 4**  
**Vendor Software Strength**

	ShelterPro	PetArk	Chameleon
Number of Live Sites	40	0 or 1?	130+
Reference Customers Available	no	no	yes - many
Software Cost	\$175	\$7,000 (est)	\$17,500
Allows data export & custom reporting	yes	?	yes
Database Strength	FoxPro	Access	SQL
Software Language	FoxPro	?	C++, VB, .NET

**Exhibit 5**  
**Vendor Functionality Match for ACCD's Core Needs**

	ShelterPro	PetArk	Chameleon
Allows for Pictures	no	no	yes
Allows for med tracking	no	no	yes
Data export & custom reporting	yes	yes	yes
Dispatching	no	no	yes
Receiving	yes	yes	yes
Kennel Management	yes	no	yes
Adoption	yes	no	yes
Petfinder integration	no	no	being built

Color Key
Good
Possible Risk Area
High Concern / Unacceptable

## Conclusion

ACCD has a sound and complete vision for future technology opportunities for the facility. With enhanced application of technology, it will be positioned to better serve the public and better meet its goals for animal care and control.

This study concludes by summarizing its recommendations as follows:

### **Animal Control Officers:**

- ❑ Begin using dispatch functionality in the new shelter management software for dispatching ACOs in the field
- ❑ Begin using Tiburon to call in reports
- ❑ Deploy several “pilot” vehicles with pagers and MDTs to test the dispatching capabilities of the CAD system
- ❑ After experience has been gained through pilot utilization of both the new shelter management system and the 911 CAD system, ACCD will be in a much better position to determine full deployment recommendations of the mobile technology.

### **Shelter Management Software:**

In evaluating the three options we found that:

- ❑ All three providers exhibited great concern for the animal community and are driven by a desire to make a difference
- ❑ Only Chameleon meets the functionality requirements of ACCD
- ❑ Only Chameleon has an installed base of shelters available as references
- ❑ Chameleon is developed on the most robust software platform and can provide the best performance for the high volume of animals, activities and transactions that run through the Shelter each year
- ❑ Chameleon has the most focused, established and best organization to provide the optimal long-term stability and growth for ACCD’s future needs.

Based on that information, the review team makes this concluding recommendation for shelter management software:

- ❑ ShelterPro and PetArk do not meet the minimum identified requirements of ACCD. They are not alternatives that will provide the proper, short- and long-term technology foundation for the facility.

The Chameleon software package is by far the strongest solution for the facility, best fit for its needs, and will provide a strong technology foundation for the future of the Shelter. The team recommends its purchase and prompt implementation.

## Appendix

### A. Prioritized Functional Requirements

The following items indicate the functional requirements desired by ACCD staff. The review team recognizes that all of these items would be nice to have, and there are certainly many more “wish list” items that could be added to the list. However, in an effort to make the maximum impact on the effectiveness of the Shelter while also minimizing capital investment, the brainstormed items were prioritized into the following four groupings:

#### **Quadrant 1: Important and Urgent**

1. Ability to search the animal database by a combination of different types of info (e.g., breed, species, date, pickup region, chip #, etc.)
2. Ability to track the animal from intake to disposition, along with the drop-off person and adopter information tied to the animal
3. Ability to receive MAC information electronically
4. Ability to create a "current inventory" report which shows all animals on-hand, sorted/ selected by different criteria, such as kennel, breed, etc.
5. Ability to create a variety of monthly reports showing ACCD statistics for animal counts, adoptions, etc.
6. Ability to automatically "upload" a bunch of animal information and pictures to the [www.petfinder.com](http://www.petfinder.com) website. Will save significant time.
7. Ability to receive animals on screen instead of on paper
8. New cage cards that still show a clear distinction between “yellow-class” and “white-class” animals
9. Ability to check the history of an individual, an address, or an animal. To see all cases, adoptions, drop-offs associated with a person’s or address's past
10. Clearly marked designations on cage cards - Biter, Hold, etc.
11. Chip database functionality currently in MS-Access integrated into the new system
12. Ability to print cage cards from the computer system
13. Feed dispatch information into the kennel receiving system without re-keying 2x
14. Build the adoption database functionality currently in MS-Access into the new system
15. Build the RTO database functionality currently in MS-Access and Excel into the new system

16. Put PCs in Euthanasia, Receiving, Screening, and Drop-off areas of Shelter
17. Ability to take digital pictures of animals at screening
18. Heavy use of on-screen pull-downs to make use easier
19. Track usage of euthanasia substance
20. Ability to import address history and individual history from current system
21. One run # can hold multiple animals. Animal # up to 999,999
22. Has a report writer system

### **Quadrant 2: Important, Longer Term Requirements**

1. Get a new server – eliminate the "crashing" of the off-site hardware
2. Ability to lookup an animal by MAC incident #
3. Develop reports on ACO performance
4. Track drivers license number as well, so can lookup repeaters
5. Make cage cards look "friendly" to the public
6. Ability to move an animal from "yellow" to "white" status
7. Pull the case tracking functionality into the new system
8. Pilot test a mobile device in two ACO vehicles to support electronic data collection instead of paper-based. (Palm, MDT, Laptop)
9. Track time that ACOs are on runsTrack usage of medication

### **Quadrant 3: Less Important, But Short Term Requirements**

1. Ability to "copy" check-in records (e.g., drop off 8 kittens without need to repeat same owner info eight separate times/places)
2. Replace the manual cash register with a PC cash register (downloads data to Excel, etc.)
3. Ability to reprint cards at any time (e.g., if you change the breed, put on hold, etc.)
4. Minimize the number of screens the user has to go through to perform a task (e.g., ShelterPro might take four screens now to do a function)

### **Quadrant 4: Less Important, Not as Urgent**

1. Digital Cameras for ACO Vehicles

2. Transmit dispatch information electronically to the car in real time vs. using radios
3. Place a computer at the front counter to assist customers in finding animals
4. Ability to look up/register animals with the “Home Again” system and implanted chip
5. Roll out mobile devices in all ACO vehicles to support electronic data collection
6. Ability to print out a vaccination certificate for the adopter
7. Pull data from IPD's Tiburon system, such as license #, with an outstanding arrest warrant
8. Push data into IPD's Tiburon system
9. Regularly (via email?) share inventory information with other area shelters to assist people searching for a lost animal
10. Accommodate tracking of customers off the street (~40/month) to come in and get chips in their animals
11. Ability to electronically capture signatures of drop-off persons (for euthanasia permission)
12. Management of worker schedules, vacations, shifts, etc.
13. Ability to register “I want this breed” requests on the web
14. Implement a GPS system in the vehicles to support central tracking of trucks and assist the dispatcher
15. Kiosk for customer-use (e.g., off-site at a police sub-station, public library branch, or shopping mall)